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NORTHERN DEVELOPMENT FOR NORTHERNERS

Keynote address by the

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to the First Conference of the

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I welcome the opportunity to address this important conference which brings together distinguished individuals from every part of the country who share an interest in northern development. Such a conference is an indication of the growing importance of the North to all Canadians. This is a good sign and augurs well for the future. The theme you have chosen shows how remarkably similar your interests and mine are. It is an ambitious and challenging theme; people, resources and the environment North of 60. I have often described these as the three main elements in the government's approach to northern development.

"In my term as Minister I have stressed that we must put our concern with human values and the quality of life ahead of the blind pursuit of profit." Indeed our legislative and administrative record shows this. I have stressed it in speeches in every part of Canada and it has been reflected in our policy and action. Today we have an opportunity to apply these values to good purpose in 40% of our country's land mass - the North.

The objectives we choose and how we apply them will govern the kind of North we shall leave not only to future generations of Canadians, but to all mankind.

Government and industry efforts are being closely, anxiously and critically watched by people north and south of 60. This is as it should be. We must not allow to be repeated in the Yukon or the Northwest Territories the mistakes that were made earlier in opening up other parts of the country. I am counting on this conference to provide constructive suggestions to help all those who are engaged in this endeavour - northerners and southerners, industry and government - to do things right.

"During the last twenty years the role of successive governments in the North has grown in size and in scope. The record reveals shortcomings and failings. But these are minor when compared with this country's achievements in providing northern residents with schools, health services and housing; in encouraging cooperatives and assisting Eskimo art; in giving Northerners an effective voice in their own governments, both territorial and local; in planning the development of renewable and non-renewable resources; and in building the basis of an arctic transportation, communication and energy system."

In the last four years acceleration of resource development, particularly oil and gas exploration activities in the Mackenzie Delta and in the Arctic Islands, has raised urgent questions about the protection of the northern environment. There is apparent

conflict between development and the maintenance of wildlife resources and cultural values essential to northern peoples.

Questions have also been raised about the participation of native northerners in the future of the land in which they live - the land they have inhabited for 5,000 years or more. The government responded to all of these by reviewing existing programs and policies for northern development and has adopted an explicit plan for the future.

"My position and that of the government is that the first resource in the North is its people". Northern peoples and the opportunities open to them are paramount in the statement I tabled in Parliament, in the name of the government, two months ago.

The policy statement entitled "Northern Canada in the 70's" outlines the government's current **thinking** on the North and the directions in which programs and policies should be headed in the coming decade. The statement is the outcome of the policy review and is in the form of a 22 point program: 7 national objectives for northern Canada, 5 priorities for government action and 10 guidelines for social improvement in the 70's.

It has been shaped by talks my colleagues and I have had with many northerners in camps, settlements, villages and cities. It is the product of many formal and informal meetings and discussions with northern residents. The Commissioners and the members of both Territorial Councils have spoken at length about the needs as they see them. I have benefited from the advice of the native associations in the North. Members of Parliament have played a major part in the development of the government's approach and in shaping the priorities for the years ahead as they must do in a Parliamentary democracy. The policy statement also takes into account the views of hundreds of Canadians who have spoken or written to me about the North.

It is binding on the 30 or more federal and territorial departments and agencies active in the North and provides the framework within which private activities must be conducted. As Minister of Northern Development, I have been charged by the Cabinet with the responsibility of overseeing and coordinating the implementation of this policy.

The government's seven national objectives for the North are:

1. To provide for a higher standard of living, quality of life and equality of opportunity for northern residents by methods which are compatible with their own preferences and aspirations.
2. To maintain and enhance the northern environment with due consideration to economic and social development.
3. To encourage viable economic development within regions of the northern Territories so as to realize their potential contribution to the national economy and the material well-being of Canadians.
4. To realize the potential contribution of the northern Territories to the social and cultural development of Canada.
5. To further the evolution of government in the northern territories.
6. To maintain Canadian sovereignty and security in the North.
7. To develop fully the leisure and recreation opportunities in northern Territories.

I am sure you will see that these are worthwhile and that they are proper objectives for our country to pursue. You may feel that we are not doing enough to achieve one or another of them;

that we ought to do more, or do things differently. That is your privilege and right. I believe we are on a sound course and I am prepared to be judged on it.

"The needs of people are the single most important element of the policy statement. They can be met by balanced resource development which is not only concerned with resource extraction but with the social and environmental consequences of it."

In line with that conviction the Government has set out the following order of priorities for all northern programs and policies during the 70's:

1. To stimulate and strengthen all people programs in the North in concert with the Territorial Governments, the Territorial and Local Councils who have a major share of responsibility for their implementation.
2. To maintain and enhance the natural environment through intensified ecological research, wildlife conservation and the establishment of northern national parks.
3. To create jobs and economic opportunities through the encouragement and stimulation of development of renewable resources, light industries and tourism.

4. To encourage and assist strategic projects in the development of non-renewable resources and in which joint participation by government and private interests is generally desirable.
5. To provide necessary support for other non-renewable resource projects of recognized benefit to northern residents and Canadians generally.

The statement sets forth the 10 guidelines we are now following for improving the people-oriented programs which are our first priority. In summary the guidelines concentrate on the creation of employment opportunities for native peoples, on the liberalization of education and training techniques, on the involvement of northern residents in local government. They stress the need for maintaining opportunities for traditional pursuits, safeguarding cultural pride and heritage, using native languages and skills as part of the northern curriculum and strengthening communication and transportation facilities. Rapid implementation of these guidelines is the government's first priority.

One of the most imaginative, successful and least-known programs introduced by the government of the Northwest Territories has been in local government; there are now 9 active Hamlet Councils and plans call for the establishment of 20 more by 1980. Locally elected councils exist in all other settlements.

Education in the Territories is undergoing changes. The government and the territorial councils have started to teach native languages in the earlier grades; a northern curriculum is being developed; more emphasis is being placed on cultural education and on the teaching of skills required to live off the land. Local school boards are being set up to enable northerners to participate in decisions in education as Canadians do in other parts of the country. The community controlled school at Rae-Edzo is an example. A special teachers' training program for northerners has been established. A general review of education undertaken by the territorial government is to be released at the June session of the Council.

A joint task force of councillors and administrators has been conducting a review of housing programs in the North. Many northerners feel that the time has come to step forward to a program which would make ownership of land and homes accessible, especially to native northerners. These are all Territorial responsibilities.

All the Yukon Council and most of the Northwest Territories Council are elected by the people. There are now four native northerners on the Council of the Northwest Territories. A majority

of the others are people who have made the North their home. I would not be surprised in the years ahead if a majority of the council members were native people.

Northerners have often expressed to me their concern about the new form of paternalism from the South which is developing just at a time when they themselves are assuming greater responsibilities. Since becoming Minister of Indian Affairs and Northern Development I have turned over a great deal of responsibility to them. The Territorial Councils have greatly strengthened the settlement councils. All have become a strong part of Northern life. I am not prepared to try to turn back the clock. I will not impose my views.

In those areas which are of territorial or local responsibility I see my role as being primarily one of assisting them. I try to get the necessary funds to finance programs conceived by the governments closest to the people. I do not try to do their job for them. In my four years in this department I have tried to do away with old paternalistic programs, policies and attitudes. I sometimes get quite concerned when well meaning people and groups from other parts of the country come to me and tell me to direct the Councils this way or that. They sometimes think I should tell Northerners what should be done in areas where Northerners should decide for themselves; about things which affect their lives deeply.

I now propose to speak about a number of specific issues which are among the most important my department faces in the seventies; the employment of northern residents, protecting the environment and managing northern resources and the treaties with native northerners.

EMPLOYMENT OPPORTUNITIES

You will be discussing northern employment opportunities in one of your workshops. There is no challenge more pressing. The only alternative to more welfare or forced southern migration is to create additional job opportunities. Since 1961, the population North of 60 has grown by 50%. This increase, largely indigenous, is almost three times the national average - the highest rate in North America. The 16,000 people now enrolled in northern schools will cause a dramatic rise in the labour force in the years to come. Already the level of unemployment is much too high, particularly in the Eastern Arctic. Only 10% of the labour force there has reached grade 6 or more. In all there are now over 1,000 able and healthy northerners on welfare, for part or all of the year because of the lack of employment opportunities both in traditional pursuits and wage employment activities.

Wherever I have travelled in the North people have made it abundantly clear to me that they want jobs for themselves and their children, not welfare. Simplistic solutions or superficial analysis will not put northerners to work. Answers lie in education and training; influencing potential employees and

prospective employers; voluntary guidelines and when necessary, imposed obligations and quotas. There must also be a broader basis for the North's economy and diversification of employment opportunities.

We have to use imagination and to plan effectively. The government is now considering two proposals to expand northern jobs: the establishment of labour pools and the adoption of compensatory employment practices. In each community along the Mackenzie River, the community council would manage a pool which each day would supply a certain number of men with specific skills to do a job, say on pipeline or highway construction. It would not necessarily be the same men each day. This allows the community to supply manpower in proportion to its capacity while at the same time allowing the people involved to adjust their lives to a new routine. Many of the people seeking employment want to benefit from this way of earning a living. Some may find it difficult to adjust to a new work pattern and from time to time may need to return to their traditional pursuits. A labour pool allows this to take place, if the employer does not insist that the same man turn up each morning to do the same job.

Compensatory employment practices require an employer to compensate to some extent for disadvantages which may prevent a person, through no fault of his own, from competing in the normal

way for a job which is available. A typical example would be where employment qualifications call for a minimum grade 13 education when in fact the actual job barely requires literacy. Thus an individual fully capable of doing the work, is arbitrarily denied the opportunity to do it. Employers must look very carefully at their standard qualifications in respect to each job and, find a way to open work to Northerners. They may have to substitute on the job experience for academic certificates.

My department is going through this exercise with respect to its positions in the North and this policy will extend to all other federal departments and agencies in the Territories.

Employers should discriminate in favour of disadvantaged people for so long as they are considered to be in a disadvantaged situation. Once on the job, however, there should be no discrimination with respect to the type of benefits available to all employees. If an employer undertakes to fly southern workers out once every twenty days or so, then he should also undertake to fly or transport northerners back to their community in the same time period.

Panarctic Oil is doing this and I get encouraging reports from the 20 Eskimos of Pond Inlet and Arctic Bay who are working

on exploration rigs in the Arctic Islands. Welfare payments are down drastically and the economic situation of these small settlements has been substantially improved.

Another recent example involving employment of northerners was the building of a pipeline from the southern boundary of the Territories to the Pointed Mountain gas field. At peak employment, there were up to 30 Indian people from Fort Liard and Nahanee Butte working on the project. The number of native northerners employed in oil and gas exploration in the Delta has risen from less than 20 two years ago to more than 200 today. Native employment in mining has gone up from 4% to 12%. Over 500 native northerners are being employed by the Northwest Territories Government.

Native employment will have to increase even more in the future, and although I am expressing my satisfaction with some of the progress made to date, I do not want to leave the impression that we have gone as far as we need. In particular we must concentrate on bringing natives into lower and middle management levels. Only in this way will the progress made to date be sustained.

RENEWABLE RESOURCES

While it is true that the relative reliance of northerners on renewable resources will necessarily diminish in the future, they will nonetheless remain a first choice of employment for many and a valuable income supplement for many others.

I consider it essential that we recognize that hunting, fishing and trapping are as legitimate and dignified employment for the native people as any form of wage employment.

Given adequate data on resources and good management, the wildlife and marine resources of the North have the potential to support a number of northerners at a satisfactory standard of living. In conjunction with partial or seasonal wage employment, they can provide an income supplement - and cultural satisfaction - to a much larger number. Renewable resources can provide a major tourist attraction and they can create employment at the managerial or entrepreneurial level for native people.

If these resources are to be developed successfully and if they are to be utilized on a commercial basis, there is a need for special incentives geared to the unique northern situation. I am thinking in particular of extending existing trappers' assistance programs, of establishing trapper and hunter councils and of expanding assistance to communities for organized caribou hunts.

Much of the responsibility for managing renewable resource programs is in the hands of northerners through the territorial and local governments. In conjunction with the Canadian Wildlife Service, research on game sources is being accelerated. The Department of Environment is now undertaking a research program to determine the location and extent of new commercial fishing areas, and training programs are being initiated to upgrade existing fisheries.

RESOURCE MANAGEMENT

While the government enthusiastically supports the opening of the North, it is equally determined to protect the Territories from unnecessary damage. The government's legislative record over the last two years is well known and speaks for itself. It includes some of the world's most advanced legislation for the protection of the environment.

The Arctic Waters Pollution Prevention Act which will be in effect this shipping season pioneers new concepts in a country's right to protect vulnerable areas from environmental damage. The Northern Inland Waters Act makes the fresh water resources of the North a public property which must be protected and used only in a controlled manner.

The two Territorial Water Boards held their first meeting last month. The regulations under which water will be managed are being reviewed by them prior to promulgation.

Land use regulations are now in effect throughout the North. The first of a series of Land Use information maps are being issued today. These contain such information as caribou migration routes, wildlife nesting areas, trapping areas, archeological sites etc. Preliminary guidelines for pipeline construction have been made public. You all know about the first three northern national parks.

In conjunction with eight Canadian universities, we have initiated a broad Arctic land use research program whose results will serve to improve our management programs and policies. Such research has a direct application in the North today. Neither pipelines nor roads can be built without regard for other things. Both require a multi-disciplinary approach. And much of the research for one will also be valuable for the other. The old days when a civil engineer laid down a highway route taking only grades and costs into account must go. My department is building up its own staff of professionals and technicians to enforce the new

legislation: the Water Lands and Forest Branch will have 140 people stationed in the North this year and close to 200 next year, compared with less than 60 five years ago. Next year we will also be opening up a second laboratory in Igloolik, which is expected to yield much valuable scientific information particularly in the sociological field in the years ahead.

An often expressed concern is that the research undertaken by or on behalf of the Government is not available to the public. I would have to disagree with this view although I would accept that it often takes a long time from the completion of the research project to the publication of the results. However, it is our intention in the case of studies undertaken in connection with the ALUR program and the social and environmental investigations along possible pipeline routes to make the results available to the public as soon as possible. We have already provided you with a comprehensive listing of all federally-sponsored scientific research in the North, which amounted to approximately \$24 million last year. A report on the first results of a survey of the Fish Resources of the Mackenzie River Valley has already been published and we have at the printers a progress report on all environmental projects connected with future pipeline routes.

The introduction of these conservation measures has not been without its problems. Some have accused the government of paralyzing northern development because of its excessive concern for the environment. Criticism has come largely from those who have operated in the North for many years under conditions of little or no regulations. This may have been in keeping with the laissez-faire attitude of the time, but is no longer acceptable. Others have indicated that the government has not gone far enough and have called for a freeze or a 2, 3, 4 or 5 year moratorium on northern development. This approach is no more realistic than that of the exploiter who wants unrestricted freedom to extract minerals without regard to social or environmental consequences.

Those who say "freeze the Arctic" are in effect advocating a welfare economy for northerners or forced migration to the South. They would be pushing northerners into a new Dark Age. I have yet to meet one territorial councillor - there are 21 in all - who would support such a course of action. It is not as if there was a second Klondyke rush to the North. The facts of the situation are quite different. Mining production North of 60 is up, but staking of claims has fallen sharply since 1969. There are only 12 producing mines in both Territories at this time and not one in operation in the whole of the Eastern Arctic. Oil and gas

exploration activities have indeed increased rapidly in recent years however, they are limited to certain specific areas and to certain period of the year.

I believe that we have made a good start in northern resource management programs and policies and are headed in the right direction. More can and will be done in the years to come to change existing legislation and regulations on the basis of further evidence and information provided by our field personnel and a program of expanded land use scientific research.

We have now begun an in depth review of the regulations, policies and procedures governing the management of lands in the North. We will be looking into such matters as whether Crown lands should continue to be sold, or if we should adopt a policy of leasing with provision for sale in certain situations. The question of disposal to non-Canadians will also be considered as will protecting the land against speculation. We will examine the question of zoning or classifying the lands outside communities before disposal. Such classification would provide for recreational trapping, agriculture, industry, scientific research and so forth.

There will be a comprehensive study of existing provincial policy, legislation and regulations respecting the administration of public lands right across Canada. This will give us current information on what is happening in other sectors, and provide us

with a window on new trends in the field of management of public lands which we may be able to adapt to circumstances prevailing in the Northern Territories.

We will review land zoning or classification requirements in the Yukon Territory and the Northwest Territories. New land disposal policies may lead to major revisions to the Territorial Lands Act; if so, public hearings will be held.

NATIVE CLAIMS AND TREATIES

It has been said that the government should no longer delay in the settlement of Treaties 8 and 11 with the Indian people of the Mackenzie Valley. These Indians did not choose land when treaties were signed. I have said before what the government's position is with respect to settling both treaties. I want to make it as clear as I can that the government respects these treaties and wishes to see the obligations under them dealt with as soon as possible.

I have met representatives of the Northwest Territories Indian Brotherhood on several occasions and told them that I am ready at any time to sit down to discuss the settlement of their treaties. However, they have said that they need time to examine their case and to determine their approach to claims

and treaty rights. I will not pressure them. I think it only fair to say that governments in the past may not have appeared zealous in attempts to set aside reserve lands, but the Indian people themselves have expressed some doubt about setting up reservations as has been done in other parts of the country.

The government fully recognizes that certain obligations incurred in many parts of the country as a result of treaties with Indians have not been adequately discharged in the past. This is why the government has provided over \$1,000,000 in the past two years to assist Indian associations across the country carry out research into their rights and treaties. An Indian Claims Commissioner has also been appointed. The government is currently studying requests for further research funds into treaties and claims from the National Indian Brotherhood and Inuit Tapirisat. During the current year over \$7,000,000, compared with a few thousand dollars in 1968, will be available to Indian and Eskimo associations across the country to support them in their activities; this includes \$800,000 to assist the four northern associations.

As is the case with many areas of life today northern problems will not be solved overnight. There are no quick and easy ways to answer complex and difficult questions, to decide on coming priorities in an increasingly complicated world. We need information and study.

We must improve the flow of information about the North. We must improve the flow of information from the North to the South. It is a cliché to write about a growing concern for the North and about great northern developments. Yet there is only one newspaper which has a permanent correspondent there. The North is still considered by most editors and publishers as a beat to be covered by a feature writer flown in for a quick look or touring reporter unfamiliar with the background of the area. I strongly urge the newspaper editors of our country to consider this question and to ask themselves how long we can continue to expect readers to understand a North which so few can visit.

I said earlier that a good start has been made in directing northern development to proper goals. People come first; resource development can only be undertaken with due regard for the ecological chains.

With this philosophy we face a new era in Northern development; one which is much harder to manage, much more difficult to direct but infinitely more rewarding in the ways that Canadians seek today.

Conferences such as yours are timely and important. We need to consider many points of view, to consider many different elements of the northern future. You bring your own point of view to bear on northern problems and for that we are grateful. I thank you for the opportunity for me to express my point of view.

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